

Gales, Cameron

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To: Gales, Cameron
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Review of Comp Plan

STAFF REPORT
SALINA CITY PLANNING COMMISSION

Case #M01-2

Hearing Date: November 6, 2001
Continued from September 18, 2001

Item

Annual review of Salina Comprehensive Plan.

Background

Salina's current Comprehensive Plan which includes a Transportation Plan was prepared in 1991 and formally adopted in 1992. The Planning Commission approved the Plan and supporting documents on July 20, 1992 and the City Commission adopted the Plan by ordinance (Ordinance No. 92-9529) on August 24, 1992. Salina's previous Comprehensive Plan was adopted in 1980 and its previous Transportation Plan was adopted in 1982.

The Comprehensive Plan sets forth an agreed-upon "road map" for the next ten to fifteen years. It was the product of considerable effort on the part of the City Planning Commission, City Commission, City staff and citizens of the City of Salina. The final plan represents the consensus of all involved. For the most part, the plan presents a strategy for retaining and enhancing those characteristics seen as most important to the community, including sound neighborhoods, a quality park and recreational system, continued economic development, good schools and a strong, positive physical identity. The plan also addresses an important local need of responsible growth and development to protect the City's investment in high quality community facilities, utility systems and services.

KSA 12-747(d), which is part of the Kansas Planning and Zoning Enabling Act, states:

- (d) At least once each year, the Planning Commission shall review or reconsider the plan or any part thereof and may propose amendments, extensions or additions to the same.

Since it has been nearly 10 years since Salina's current Comprehensive Plan was prepared, the Planning Department believes this is an appropriate time to do a self-examination or check up to see which goals and recommendations contained in the plan have been carried out and which ones still need to be addressed or are no longer relevant to the current conditions in the

community. Over the last 10 years there have been amendments made to the future land use plan for various properties within the city. There have been major amendments to the plan such as the adoption of the South 9th Street Corridor Plan in 1999. And there have also been changes in the city's growth area boundaries with the areas in the vicinity of Magnolia Road and Markley Road and Ohio and I-70 going from a Rural designation to Primary and Secondary Growth Areas.

Part IV of the Comprehensive Plan contains the implementation section. This section recommended a number of actions that the City undertake to implement the plan. Without continuing action to implement and update the plan, all the effort that went into preparing and adopting it will have little lasting impact on the community.

The implementation section provided a list of recommended studies and projects to support the City's planning and community development efforts: They were:

▪ **Commercial Corridor Studies.** "Throughout the Comprehensive Plan process many concerns and improvement needs of the community were raised which, directly or indirectly, related to key land-use and transportation corridors. The corridor guidelines for the nine identified corridors in Salina could be built upon to provide a much more specific improvement program, uniquely tailored to each corridor. The plan would more specifically address environmental conditions, traffic circulation improvements, parking improvements, gateway areas, pedestrian and open space improvements, site and building development and urban design."

This has been carried out in the case of the S. 9th Street Corridor Plan and the S. 9th Street Corridor Overlay District which were approved in 1999. The Planning Department is working toward preparing corridor plans for both the North Ohio and West Magnolia corridors. The City Commission has made the appearance of entryways leading into the City a major point of emphasis.

▪ **Historic Resource Survey.** "The Comprehensive Plan reinforced the importance of this effort to document resources and formulate policy before any further features are lost."

A new Preservation Plan was adopted by the City Commission in 1995.

The Heritage Commission will begin reviewing the Plan this month.

▪ **Community Facilities.** "Additional work regarding future space needs for the City-County building offices, the Law Enforcement Center and the community recreational center should be undertaken. Further, alternative improvement potentials for a bicycle and/or pedestrian path on the City's flood control levee system could be explored. The plan could establish the framework for specific improvements to interconnect existing and planned community facilities and parks and recreation sites."

A major jail addition to the Law Enforcement Center was constructed in 1994. A Municipal Court Addition is in the planning stages. The first phase of the levee bike path from Magnolia

Road to Bill Burke Park has been completed.

▪**Northern Industrial Redevelopment Area Incentives.** "A follow-up study should comprehensively evaluate potential financial incentives intended to induce development and redevelopment of northern Salina. They could include revolving loan pools, increasing the municipal share of public improvement special assessments and many others. A comprehensive evaluation is needed to consider the variety of resources and techniques against the City's overall fiscal condition and capacities to most effectively leverage local resources."

A Special Redevelopment Area has been created where all building permit and inspection fees are waived and the City Commission adopted a Neighborhood Revitalization Program which allows qualifying property owners to receive a property tax rebate for improvements made to properties in the revitalization area.

▪**Downtown Salina.** "The last comprehensive study for Downtown Salina was completed in 1984. Many physical improvements and programs have been completed or initiated since the study. Most importantly, Downtown Salina, Inc. has continued to work to identify and actively market opportunities for the Downtown. A limited update of the plan, establishing opportunities and priorities with relation to the new Comprehensive plan, may be useful."

The City Commission recently approved funding for the preparation of a strategic plan for the downtown area. A contract with PUMA, Inc. of Denver, Colorado was just approved to carry out the study.

▪**City-County Planning Program Consolidation.** "In order to achieve efficiency in program administration, coordinate planning efforts, and maintain a greater degree of consistency in County-wide planning activities, a study should be undertaken to determine if a combined City-County Planning Office is desirable."

No steps have been taken toward consolidation but City and County staffs are working on an Interlocal Agreement which will help bring about consistency and coordination in the City and County's planning efforts.

▪**Transportation**

Magnolia Interchange with I-135

The plan recommended that a break in access study and conceptual engineering study be conducted in order to determine the costs and feasibility of the project.

Not only has a break in access study been completed but the interchange has been designed, financed and constructed. The Magnolia Road - I-135 interchange was completed and opened to traffic in August of 1997. The total project cost was \$7.1 million. A key component of the project was the approval by Congress in 1991 of a \$2.56 million federal demonstration grant.

The remainder of the project was funded locally with \$500,000 of the cost being assessed to a benefit district consisting of 42 properties along S. 9th Street and Magnolia Road.

Salina Transit Study

The plan recommended that a transit study be conducted which would specifically address the need for fixed route and/or special service transportation.

No formal transit study on the need for/feasibility of a fixed route bus system in Salina has been done. The general consensus is that it would not be financially feasible. The City has provided financial support to agencies that provide special service transportation such as OCCK, the Saline County Commission on Aging and Hotline's taxi voucher program.

Intersection Signal Warrant and Road Design Studies

The transportation portion of the plan identified a number of street intersections and street segments where signalization and design improvements should be looked at to improve intersection safety or reduce traffic congestion problems. The intersections identified were:

1. 9th and Broadway.
2. Ohio and Republic.
3. 9th and Saturn.
4. Centennial and Crawford.

The street segments identified for improvements were:

1. Centennial Road from Crawford to Schilling.
New pavement and shoulders.
2. Magnolia Road and I-135 Interchange.
3. Magnolia Road from Centennial to Belmont.
Reconstruct two lane road from Centennial to I-135 and provide a full four lane road between I-135 and Belmont.
4. Downtown Traffic Circulation Changes.
Convert 5th and 7th Streets to two way traffic.
5. State-Ash-Iron Connection.
Investigate construction of direct link from State Street to Ash or State Street to Iron to improve access to the downtown area from the west.
6. South Street Improvements.
New pavement/restrict parking between Broadway and 9th Street.
7. Ohio Street from Iron to Smoky Hill River.

Widen to 5 lanes.

8. Ohio Street Belmont to Magnolia.
Widen to 4 lanes.

9. Schilling Road 9th to Ray Avenue.
Construct to urban standards with a minimum of 3 lanes.

Among the 13 potential projects identified above only Magnolia Road west of I-135 and the State Street and South Street improvements have not been completed. Numerous other intersection improvement projects that were not identified in the Comprehensive Plan have been completed over the last 10 years. The City Engineer can give a verbal report on those signalization and road improvement projects.

Signal Coordination Studies

The plan recommended that signal coordination studies be done on 9th Street, Broadway and Crawford to minimize traffic delays.

A traffic signal coordination analysis has been done for the 9th Street corridor from Elm to Broadway but not implemented. The City is in the process of replacing timer based signals on 9th Street with demand actuated signals but these new signals are not coordinated in any way. No analysis has been done on the Broadway Blvd. or Crawford Street corridors.

Future Studies and Projects

As the Planning Commission can see some action has been taken on almost all of these 1992 Comprehensive Plan recommendations. There are presently no plans and no funds set aside to prepare a new Salina Comprehensive Plan. However, the Planning Department staff is ready and willing to prepare any special studies, corridor plans or amendments of additions to the current plan that the Planning Commission would like to see adopted as part of the city's long-range plan. Some examples of this would include a North Ohio Corridor Plan, a West Magnolia Corridor Plan and perhaps a land use plan for the Water Well Road I-135 interchange area. The City will be working with a consultant to develop a master plan for the drainage corridor north and east of Presbyterian Manor which will also be incorporated into the Comprehensive Plan. The City Planning Department and the County Planning Department are close to completing a draft Interlocal Agreement that will address development issues in the fringe areas around the city.

The Planning Department is also willing to look at the substantive goals and policies within the plan document itself relating to environmental issues and storm water management such as protection of stream corridors and alternatives to conventional storm water detention ponds. The community may also want to look at adding a hike and bike path component to the Comprehensive Plan.

Staff would welcome any input the Commission has about follow up studies or amendment to the City's current Comprehensive Plan.

Gales, Cameron

From: Andrew, Dean
Sent: Friday, September 01, 2006 9:59 AM
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Subject: #M01-2DecMtg

Review of Comp Plan

STAFF REPORT
SALINA CITY PLANNING COMMISSION

Case #M01-2

Hearing Date: December 18, 2001

Item

Annual review of Salina Comprehensive Plan Part II.

The first portion of the Plan Implementation section contained a list of recommended studies and projects that the City undertake to support its planning and community development efforts. These were reviewed with the Planning Commission at their November 6, 2001 meeting and most of those studies and projects had been carried out. Part 2 of the Implementation section recommended that City staff conduct a review of the City's development regulations and controls. The plan specifically recommended that the following changes or amendments to the existing regulations be considered by City staff:

1. Landscaping

"Throughout the Planning process, public comment had sought improved landscaping and site development requirements, particularly in commercial areas of the city. Site development plan as well as landscape plan approval procedures and standards should be developed and incorporated into the zoning regulations. Site landscaping standards should establish minimum standards for landscaped areas including off-street parking facilities, building foundations, site perimeters, and transition yards. Site plan requirements should encompass all site development features, and improvements, and require site designs to demonstrate proper access and circulation, pedestrian access, and relationship to buildings and adjoining sites. The standards should apply to all commercial, industrial and multiple family zoning districts."

The Salina City Commission adopted a set of Landscaping Regulations in 1994 which apply to all new commercial, office, institutional and multi-family development but not to industrial zoned areas. In Planned Commercial districts and Conditional Use Permit requests the Planning Commission reviews and approves site development plans and landscape plans. On properties where the existing zoning allows the proposed use, the Building Services Department administratively approves landscaping plans with input and assistance from the Planning Department and City Forester.

2. Business Park/Airport Zoning

"In general, the structure of the current zoning districts should be reviewed to reflect the general intent of the land-use plan. For example, the Plan calls for the creation of a business park district of a low density "campus-like" setting. The Plan also calls for the creation of some form of airport zoning."

Salina has seen little or no demand for the creation of any new business parks or a special business park district. There is an existing I-1 (Industrial Park) district which requires paved parking and landscaping which are not required in I-2 or I-3. The developing Airport Industrial Center west of Centennial Road is actually zoned I-3 (Heavy Industrial). An Airport Overlay District around the runway approaches to the Salina Municipal Airport was adopted in September of 1992.

3. Impact Fees

"The City should evaluate and consider the use of impact fees with respect to public water supply and distribution, sanitary sewer collection and treatment facilities, and parkland. A critical issue throughout the Plan process was the fiscal implications of new development, and the need for new development to "pay its way"."

The City has adopted a Capital Cost Recovery Charge for newly platted and developed property that has benefitted from the construction of the southeast interceptor sewer line.

A Capital Cost Recovery Area was set up for the unplatted, undeveloped property which has benefitted from the reconstruction of Schilling Road west of Ohio and the Schilling Road ditch.

Capital Cost Recovery provisions have been adopted for the S. 9th Street and N. Ohio Street utility projects to help insure that each benefitting property pays its fair share.

A Neighborhood Park Fee which is assessed to new residential development was adopted in 1997. This fee (\$200/dwelling unit) is usually collected at the building permit stage. All of these fees are designed to help insure that new development does pay its own way.

4. Planned Development Districts

"Amend the planned unit development standards and procedures to clarify development plan requirements, update development standards, and streamline procedures."

Some minor changes were made to the final development plan submittal requirements in 1997 but the PDD section of the Zoning Ordinance is substantially unchanged since its original adoption in 1977.

5. Parking Requirements

"The City staff should review and update its off-street parking requirements for multiple family residential, commercial and industrial land-uses."

A comprehensive review and amendment of the city's off-street parking requirements was done in 1994.

6. Downzoning of Property

"Over time, vacant land should be rezoned to achieve consistency with the land-use plan. The Planning Commission should initiate cases where downzoning is needed."

The Planning Commission has initiated several downzoning applications including the south side of East Iron between Delaware and Iowa from C-5 to C-3 and the east side of South Ohio between Albert and Shalimar from C-5 to C-3.

7. Property Maintenance Code

"The City should consider the adoption of a minimum property maintenance code for residential, commercial and industrial areas of the city."

No action has been taken in response to this recommendation.

8. Residential Building Code

"The City should extend its building code for one and two family dwellings to one mile beyond the City limits to coincide with the jurisdiction of the Subdivision Regulations."

This is being proposed as a part of the new Interlocal Agreement between the City of Salina and Saline County that should be ready for adoption early next year.

9. Fiscal Impact Analysis

"For large developments, a fiscal impact analysis should be required. The City could develop a tailor-made analysis model and require it be uniformly applied to all developments."

This requirement has not been applied to any large scale development proposed in Salina since the Comprehensive Plan was adopted in 1992.

10. Building Setback Map

"State law provides that where a city has adopted a Comprehensive Plan which includes a major street plan, an "Official Map" may be adopted which indicates building setback lines on major streets and highways. The map can be enforced through both zoning and subdivision regulations."

The city has a street classification map but there is not an adopted map with minimum building setback lines on major thoroughfares such as Crawford, Magnolia, Ohio or 9th Street. Building setback lines have usually been established through the platting process.

11. Street Widths

"The Subdivision Regulations should be reviewed to include new standards recommended as part of the Transportation Plan."

The minimum street width standards in the Subdivision Regulations were reviewed in 1998 and the minimum paving width for residential and collector streets was reduced from 33 ft. to 29 ft. for most residential streets and from 41 ft. to 33 ft. for two lane collector streets.

12. Minor Plats

"The City should consider amending the Subdivision Regulations to provide for a minor plat approval process for simple land divisions and lot splits."

The Subdivision Regulations were amended in 1995 to create a lot split approval procedure. Lot splits are reviewed and approved administratively by the Planning staff. There has been no formal amendment of the Subdivision Regulations to create a separate process for minor plats. However, in cases where a plat proposes to create only a small number of lots and no new streets and there are no major drainage issues, staff has treated those as combined preliminary/final plats requiring only one application and one Planning Commission hearing instead of requiring separate preliminary and final plat applications.

13. "The City should consider amendments to both the zoning and subdivision regulations to provide for flexible standards and review procedures for new business parks."

Again there has been no demand for the creation of any new business parks in Salina and the existing I-1 (Industrial Park) district would accommodate most any type of proposal for a business park with higher development standards. There have been some suggestion that the city create a Planned Industrial district as a counterpart to the Planned Commercial districts that have been utilized in recent years.

Follow Up Action

As the Commission can see, the City staff has reviewed many of the areas of Salina's zoning and subdivision regulations that were identified as being in need of change in the 1992 Comprehensive Plan. Obviously other issues and suggested changes such as RV parking, cell towers, and downtown drinking establishments arise each year and staff does its best to respond to those more immediate concerns as they come up. The Plan also suggested that the City consider combining all the separate codes relating to development into a single "Unified Development Ordinance". No steps have been taken to create a single unified code

but the City is in the midst of creating a comprehensive Development Guide that will assemble most of that information into one booklet.

Staff would welcome any input the Commission has about possible future changes or amendments to the city's zoning and subdivision regulations.